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WILDERNESS INVENTORY HANDBOOK

POLICY, DIRECTION,
PROCEDURES, AND
GUIDANCE FOR CONDUCTING
WILDERNESS INVENTORY
ON THE PUBLIC LANDS

September 27, 1978

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NOTE: Note the 1978 Wilderness Inventory Handbook is listed under "Still in Print BLM Documents". A new handbook on "Wilderness Inventory and Study Procedures", H-6310-1, dated January 10, 2001 has been issued. H-6310-1 [dated January 10, 2001} is to be used for all post-Section 603 wilderness inventories.

1978 Wilderness Inventory Handbook is only applicable to FLPMA Sec. 603 inventories which were completed, as required, by 1991.

Per Jerry Magee–E-mail
BLM
April 3, 2001

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WILDERNESS INVENTORY HANDBOOK

GUIDANCE FOR CONDUCTING PROCEDURES AND POLICY DIRECTION

September 27, 1978

WILDERNESS INVENTORY HANDBOOK

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PREFACE

On February 27, 1978, the Bureau of Land Management issued draft Wilderness Policy and Review Procedures for conducting the review required by the Federal Land Policy and Management Act. That document was intensively reviewed by the public. It was discussed at more than 60 meetings held throughout the western states, in the lake states, and in Washington, D.C. Some 5,000 letters and written comments were sent to BLM on the proposed review procedures.

This sincere expression of public interest has contributed a great deal to the development of the procedures.

One result of that effort is the issuance of this handbook to guide BLM in its wilderness inventory process. As noted in this handbook, wilderness inventory is only the first step in wilderness review. Interim management policies will be covered in a separate document.

Other parts of the wilderness program, including the study of wilderness resources in comparison with other resource values to determine what areas should be recommended to Congress for wilderness designation, and interim management to protect potential wilderness values, were also commented on extensively in the public review of the proposed procedures. Those comments will be used in developing and issuing procedures for other parts of the wilderness program.

Four major issues of significance to the inventory process were raised during the public review period and show the usefulness of the public review process.

Definition of a "Road"—Of all the issues raised by the public, the road definition received the most comment. There were strongly stated points of view in opposition to the definition. In addition, it was pointed out that the definition did not follow what Congress had said in developing the law. Therefore, this handbook now uses the one definition found in the legislative history, exactly. This is, however, a relatively minor change from the definition BLM proposed. Given any definition, the interpretation of that definition on the ground is what is important and this leads to the second major issue raised.

Public Involvement—Many people felt that public participation in the wilderness review process was not adequate, particularly because the inventory deals with such subjective judgments: "What is or is not a road?" "What is solitude?" "What is outstanding?" "What is naturalness?" and so on. BLM agrees and believes that the best way to arrive at these subjective judgments is to provide the opportunity for the fullest possible public involvement in the process, including direct participation in the inventory and thorough public review. These concepts are incorporated in this handbook.

Environmental Values—One concern expressed was that non-wilderness environmental values, such as wildlife habitat and archaeological resources, would not be protected if they weren't included in wilderness areas. This is not the case. BLM has many management programs for protecting these important resources of the public lands, including the identification of Areas of Critical Environmental Concern as required by the Federal Land Policy and Management Act. References to these other environmental management programs are included in this handbook.

Impact on Non-Wilderness Areas—There was a fear that BLM's wilderness program would prevent other uses from continuing for an extended period, even on lands that had no wilderness values. This handbook provides procedures for quickly identifying those public lands that clearly and obviously do not meet the criteria for wilderness designation, and, through public review and confirmation, removing the restrictions imposed by Section 603 of the Federal Land Policy and Management Act from those lands.

Other public comments have been used throughout this handbook, and were important in the decision to issue separate guidance for each part of the wilderness review process.

The wilderness program on the public lands will depend on continuing the close relationship and public participation that has been developed in the review of this first step in the program. We in BLM will do everything possible to help make that happen, as evenly, openly, and objectively as we can.

Frank Gregg
Director
Bureau of Land Management

AN INTRODUCTION TO BLM'S WILDERNESS PROGRAM

THE PURPOSE OF THIS HANDBOOK—This handbook contains Bureau of Land Management policy, direction, procedures, and guidance for the *inventory* portion of the wilderness program. To understand this important process, it is necessary to explain briefly the Bureau's involvement in wilderness and its overall program elements.

THE LAW—The Federal Land Policy and Management Act of 1976 (Public Law 94-579) or FLPMA is Congress' basic guidance to the Bureau on how to manage the 470 million acres of public lands under its jurisdiction. One portion of that law (Section 603) directs the Secretary of the Interior and the Bureau to review all public land roadless areas of 5,000 acres or more and roadless islands having wilderness characteristics; determine their suitability or non-suitability for wilderness designation; and report these suitability recommendations to the President no later than October 21, 1991. The President must then report his final recommendations to Congress within two years and Congress will decide if any area becomes wilderness or not.

The law also directs the Interior Secretary to report to the President by July 1, 1980, his recommendations on 55 existing primitive and natural areas.

In determining these wilderness values, the law directs the Bureau to use the criteria given by Congress in the Wilderness Act of 1964. In Section 2(c) of that Act, Congress states that wilderness is essentially an area of undeveloped Federal land in a natural condition, without permanent improvements or human habitation, which has outstanding opportunities for solitude or a primitive and unconfined type of recreation. The area may contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

THE PROGRAM—To accomplish the mandate of Section 603 of FLPMA; the Bureau has developed a framework for the wilderness program covering the following elements:

1. **Wilderness Review**—The wilderness review process has three phases: inventory, study, and reporting to Congress.

   a. **Inventory**—The inventory phase involves looking at the public lands to determine and locate the existence of areas containing wilderness resources that meet the criteria established by Congress. Such areas are identified as Wilderness Study Areas.

   b. **Study**—The study phase involves the process of determining, through careful analysis, which wilderness study areas will be recommended as suitable for wilderness designation and which will be recommended as non-suitable. These determinations, made through the BLM's land use planning system, consider all values, resources, and uses of the public lands.

   c. **Reporting**—The reporting phase consists of actually forwarding or reporting these suitable and non-suitable recommendations through the Secretary of the Interior and the President to Congress. Mineral surveys required by the law, environmental statements and other data are also submitted with these recommendations.

2. **Instant Study Areas**—The law states that wilderness recommendations on all public land areas which were formally designated as natural or primitive areas prior to November 1, 1975, will be reported to the President by July 1, 1980. There are 55 such areas on the public lands.

3. **Interim Management**—Congress also requires that BLM will manage lands which meet the criteria in the law for identification as Wilderness Study Areas in such a way, and in accordance with the law, as not to impair their suitability for wilderness designation by Congress until Congress designates such areas as Wilderness or denies wilderness designation for such areas by legislative action.

4. **Long-term Wilderness Management**—Congress makes the final determination on whether any Wilderness Study Area is or isn't designated a Wilderness. Once designated, these additions to the National Wilderness Preservation System are managed by BLM according to provisions of the 1964 Wilderness Act and the 1976 Federal Land Policy and Management Act.

**** NOTE ****

This handbook is for the *wilderness inventory* process. Guidelines for the other aspects of the BLM wilderness program will be provided in separate documents.

OBJECTIVES FOR WILDERNESS INVENTORY

The objectives for wilderness inventory are, as quickly as possible within the next two years, to:

A. Determine and locate areas of public lands that have wilderness resources which meet criteria established in Section 603 of FLPMA and identify them as Wilderness Study Areas.

B. Identify the public lands that do not qualify as Wilderness Study Areas under those criteria, on which restrictions imposed by Section 603 of FLPMA will no longer apply.

C. Document in narrative and map form, the inventory consideration of all public lands administered by the BLM.

D. Fully involve the public in the inventory process, by providing for public participation and comment, and consideration of such input, throughout the inventory process.

POLICY AND DIRECTION FOR WILDERNESS INVENTORY

This section of the handbook briefly covers the policy and direction that BLM will use for doing the wilderness inventory.

Part 1—**Responsibility and Deadlines**—tells where and when the inventory will be conducted.

Part 2—**Public Involvement**—explains how the public will be involved in the inventory process.

Part 3—**Major Elements**—explains the road definition to be used in the inventory and summarizes key features to be considered in looking for wilderness characteristics.

Part 4—**Other Resource Uses and Values**—defines wilderness inventory policy in relation to: (a) other BLM programs for protection of environmental values; (b) other aspects of multiple use resource management and land use planning; and, (c) interim management of Wilderness Study Areas.

PART 1—RESPONSIBILITY AND DEADLINES

In accordance with FLPMA and the policies and procedures in this handbook, BLM State Directors will inventory the public lands under their jurisdiction for wilderness values and identify Wilderness Study Areas by September 30, 1980, or sooner, if possible within limits of manpower and funding.

Early in the inventory effort the procedures in this handbook provide for the removal of restrictions imposed by Section 603 of FLPMA from lands that *clearly and obviously* do not meet the roadless and wilderness criteria, through a process of public review and confirmation.

Priorities for Inventory

State Directors should give strong consideration to conducting the wilderness inventory on all the public lands under their jurisdiction at one time. However, the inventory can be conducted on a smaller, regional basis if necessary. In determining priorities for the wilderness inventory, BLM will be guided by the following:

1. The need to make an evaluation quickly regarding the potential of areas for wilderness designation if those areas are currently involved in decisions which relate to national issues such as energy, minerals, or renewable resource needs.
2. The need to evaluate those areas of high wilderness potential which are immediately in danger of impacts which could adversely affect their designation as wilderness.
3. The need to minimize the impact of delay on ongoing multiple use management and sustained yield of resources from the public lands.

Alaska

On lands administered by the BLM in Alaska, the wilderness review wil be deferred until authorized in writing by the Director, BLM.

On all projects in Alaska that require an environmental analysis, the environmental assessment record (EAR) or environmental statement (ES) will include an inventory determination pursuant to Section 201(a) of FLPMA (where such determination has not previously been made) as to whether the affected area is or is not a roadless area of 5000 acres or more, or a roadless island of public land having wilderness characteristics.

Lands Excepted from Wilderness Inventory

The wilderness inventory will be conducted on a*ll* public lands administered by the Bureau of Land Management exc*ept* for lands:

a. where the United States owns the minerals but the surface is *not* Federally owned.
b. being held for the benefit of Indians, Aleuts, and Eskimos.
c. tentatively approved for State selection in Alaska.
d. on the Outer Continental Shelf.
e. which are identified by BLM as commercial timber areas on the revested Oregon and California (O&C) grant lands.

Wilderness Inventory for Special Projects

Prior to the time that this bureauwide wilderness inventory is complete, there will be a need to make decisions on special projects which must include consideration of wilderness resources to meet the requirements of Section 603 of FLPMA. Where special project instructions to initiate a wilderness inventory

have previously been issued by the Director, BLM, those instructions will remain in effect; e.g, instructions issued for a Pacific Power and Light transmission line right-of-way, and for the California Desert Conservation Area Plan.

For special projects that require wilderness inventory prior to the completion of the statewide inventory where such instructions have *not* been issued, the procedures outlined in this handbook will be used in the environmental analysis of the project unless alternative procedures are approved in writing by the Director, BLM.

PART 2—PUBLIC INVOLVEMENT IN WILDERNESS INVENTORY

The wilderness inventory process requires full public involvement. These guidelines provide for public involvement at all stages of the process with opportunity for comment, participation, and review. The guidelines also require the full documentation, analysis, and use of public input in the process.

Close coordination is required with local, state, and other federal agencies, particularly agencies with lands that have been formally identified as having wilderness potential.

This is particularly important because the criteria in the wilderness inventory process call for judgments that can be highly subjective. In recognition of that fact, the BLM wilderness inventory process will be conducted as openly as possible with the broadest opportunity for input from all concerned, in order to arrive at a sound decision.

It is not assumed that a consensus will be reached, but rather that BLM will evenly seek out, record, and consider all points of view.

During the wilderness inventory process, all inputs—written and oral comments, news clippings, study reports, etc.—will be accepted and considered in the decision making process.

PART 3—MAJOR ELEMENTS OF WILDERNESS INVENTORY

Definition of a "Road"
For the purposes of the BLM's wilderness inventory, the following definition is adopted:

> *"The word 'roadless' refers to the absence of roads which have been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road."*

This language is quoted exactly from the legislative history of FLPMA, the House of Representatives Report 94-1163, page 17, May 15, 1976. It is the *only* statement regarding the definition of a road in the law or legislative history.

This definition is slightly different than the one that was included in the proposed wilderness review guidelines issued by the BLM in February 1978.

For a variety of reasons, and from a number of different points of view, the road definition generated the most public comment and concern. Some people felt the definition should require formal construction, such as graded and graveled roads, while many on the other hand, felt that any vehicle track or trail, would be more appropriate. One question that was asked, "why not use some other definition, such as the one used by the Forest Service or the Park Service?"

From the language in FLPMA's legislative history, it appears that Congress specifically intended the BLM to follow the definition in the House Report.

Under these circumstances, the BLM has adopted and will use the road definition quoted from FLPMA's legislative history.

Unfortunately, that definition itself is subject to a variety of somewhat contradictory interpretations, all of which were pointed out during the public review period.

Therefore, the BLM has adoped and will use the following sub-definitions of certain words and phrases in the BLM road definition stated above:

> *"Improved and maintained"—Actions taken physically by man to keep the road open to vehicular traffic. "Improved" does not necessarily mean formal construction. "Maintained" does not necessarily mean annual maintenance.*
>
> *"Mechanical means"—Use of hand or power machinery or tools.*
>
> *"Relatively regular and continuous use"—Vehicular use which has occurred and will continue to occur on a relatively regular basis. Examples are: access roads for equipment to maintain a stock water tank or other established water sources; access roads to maintained recreation sites or facilities; or access roads to mining claims.*

Again, these sub-definitions have been changed somewhat from those originally proposed. There were numerous public comments which pointed out deficiencies in the earlier version. Therefore, these sub-definitions were revised to reduce ambiguity and to make them conform, as nearly as possible, to the intent of Congress in developing the language of the law.

In adopting this definition it is recognized that there will *still* be a wide range of opinions as to what constitutes a "road." Therefore, in determining "roadlessness," the BLM will be guided by the following principles:

> *The widest possible range of public opinion from diverse points of view will be sought in looking for the presence or absence of "roads." Good judgment based on common sense and a balanced and objective analysis of what people say and how they feel is the best guide that can be given.*
>
> *Knowing that some cases will be hard to judge, State Directors and District Managers will remember that it is the purpose of the wilderness inventory to find those places on the public lands which, by their very nature, truly have the attributes and the character of wilderness, so that the American people will have the opportunity through the process of study, recommendation, and determination by Congress to choose which of these places should become part of the National Wilderness Preservation System. That is certainly the intent of the law.*
>
> *Wise, unbiased, and careful use of the road definition as adopted, with full public involvement, will insure that this intent will be achieved.*

Key Factors of Wilderness Characteristics

In the inventory process to identify roadless areas with wilderness characteristics, the key factors to be used:

1. Size. At least 5,000 contiguous roadless acres of public land.

2. Naturalness. The imprint of man's work must be substantially unnoticeable.

3. Either:

   a. An *outstanding* opportunity for solitude, *or*

   b. An *outstanding* opportunity for a primitive and unconfined type of recreation.

To qualify for wilderness study identification an area of public land must be shown to meet *both* factors 2 and 3. An island may be of any size. For an area of public land of less than 5,000 contiguous roadless acres to be considered for Wilderness Study Area identification, it must, in addition to possessing factors 2 and 3, be either:

1. Contiguous with land managed by another agency which has been formally determined to have wilderness or potential wilderness values, *or*

2. Contiguous with an area of less than 5,000 acres of other Federal lands administered by an agency with authority to study and preserve wilderness lands, and the combined total is 5,000 acres or more, or

3. Subject to strong public support for such identification and it is clearly and obviously of sufficient size as to make practicable its preservation and use in an unimpaired condition, and of a size suitable for wilderness management.

These factors are described in detail with examples in the inventory procedures section of this handbook.

PART 4—OTHER RESOURCE USES AND VALUES

Protecting Environmental Values Other Than Wilderness

Wilderness protection is but one of many methods available to BLM to protect and manage environmental values. Wilderness designation will not be used as a substitute for these other management methods.

Under FLPMA, the Bureau will identify *Areas of Critical Environmental Concern* and provide for their appropriate protection. This includes management for cultural and historical resources, endangered species, critical wildlife habitat, environmental education areas, outstanding and research natural areas, and the like.

Information regarding critical environmental values which does not relate specifically to wilderness characteristics criteria may be obtained during the wilderness inventory. This information is important and will be used in making management decisions to provide the most appropriate protection for the critical environmental resources identified. This will be done as part of BLM's ongoing land use planning and multiple use resource management program.

However, Wilderness Study Areas must be identified *only* on the basis of the roadless and wilderness characteristics criteria in Section 603 of FLPMA.

Multiple Use Resource Management and Wilderness Inventory

The comparison of wilderness values with other resource values is *not* part of the wilderness *inventory* process. The wilderness inventory is only for the purpose of determining the presence of roadless areas with wilderness characteristics. It is on that basis that Wilderness Study Areas are identified.

Wilderness is one of the many public lands resources to be given equal consideration in land use management decisions. The relationship between all resources and uses is considered in the process of arriving at management decisions through the Bureau Planning System. Thus, Wilderness Study Areas are considered as one resource inventory input, and weighed against other resource values, uses, and needs in the planning process. In this way, BLM will determine which Wilderness Study Areas will be recommended as suitable, and which non-suitable for wilderness designations. The wilderness study guidelines, as part of the Bureau's planning process, will be covered in separate instructions.

Interim Management and Wilderness Inventory

Management of the public lands during the wilderness review process is being covered under an Interim Management Policy which is not included as part of this handbook. However, it is important to note here two key features of the Secretary's general policy on interim management:

1. BLM will manage the public lands so that other resource use activities may continue with minimum interruption during the wilderness review process.
2. Lands identified as meeting the roadless and wilderness characteristics criteria will be managed in accordance with the law to prevent their impairment for potential wilderness designation. The guiding principle of this management is that it is the *impact* an activity has on the land's potential for wilderness designation, and not a particular activity itself, that will be measured to determine if the activity will be allowed or regulated.

With this in mind, if it is found in the wilderness inventory evaluation that man-made features or activities have not impacted the land enough to eliminate it from Wilderness Study Area identification, these features and activities are likely to be allowed to continue on Wilderness Study Areas during the interim management period subject to appropriate regulation.

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WILDERNESS INVENTORY PROCEDURES

Introduction

These procedures establish the sequence of actions BLM will follow in conducting the wilderness inventory.

Before starting the wilderness inventory process on the public lands, each BLM State Director is responsible for developing public information/involvement plans that will establish guidelines to be followed in his area of jurisdiction. The level and extent of these activities will vary, depending on the areas involved and the amount of public interest. However, these plans will, at a minimum, cover the sequences outlined in the following procedures and summarized in Appendix 2.

Accurate and complete documentation of all inventory data and findings is important not only for record-keeping, but also to insure the public easy access to BLM wilderness inventory information for review. In addition to resource information and field data, public input will be carefully documented to show (1) where public involvement was requested, (2) where, how, and what information was received from the public, and (3) how that information was analyzed. In addition, the record must show how this data was used in the decisionmaking process. Finally, a record of how BLM provided response to those who participated must also be included.

Summary

To begin the wilderness inventory process, each BLM State Director will determine whether to inventory all of the public land under his jurisdiction at once or to inventory on a smaller, regional basis. He will determine priorities for inventory as required and he will prepare a public information/involvement plan for the inventory process. He will then publicly announce the beginning of the inventory and instruct each District Manager involved to start the inventory work.

Each District Manager will, on the basis of readily available existing information, set down in map form the location of public lands and what is currently known about the existence of roads. From this information the land will be divided into inventory units and numbered so that specific information obtained in later inventory can be documented and located. These units will be established to meet the needs appropriate to each area. The District Manager will then compile existing information for each inventory unit on existing uses, structures, and physical description in a standard format called a Situation Evaluation. On the basis of the existing information, each District Manager will recommend to the State Director those public lands that (1) have the possibility of meeting wilderness criteria, or, (2) clearly and obviously do not meet the wilderness criteria.

The State Director will review this information and formally announce, with a map, his proposal for all public lands being inventoried.

The proposal for the lands will state:

1. That they clearly and obviously do not meet the criteria for identification as Wilderness Study Areas, or,
2. That they may possibly meet the criteria and they will receive more intensive inventory. (He will instruct the District Managers to begin the intensive inventory at this time.)

After a 90-day public comment period, with such meetings and contacts as are appropriate, the State Director will determine, based on public input, if any lands identified as not meeting wilderness criteria should be returned to the District for intensive inventory. On the remaining public lands that clearly and obviously do not meet wilderness criteria (following the public review and confirmation), restrictions imposed by Section 603 of FLPMA will no longer apply. The State Director will formally announce his decision.

The District Managers will conduct the intensive inventory on the public lands identified for intensive inventory during the initial inventory process. This will include gathering information on the ground, preparing a fully documented file for each inventory unit, and securing the greatest possible public involvement. Direct participation in inventories, meetings, workshops, mailings, and even draft map review periods may all be used to develop the information on roadlessness and wilderness characteristics. Identification of Wilderness Study Areas is determined by this information.

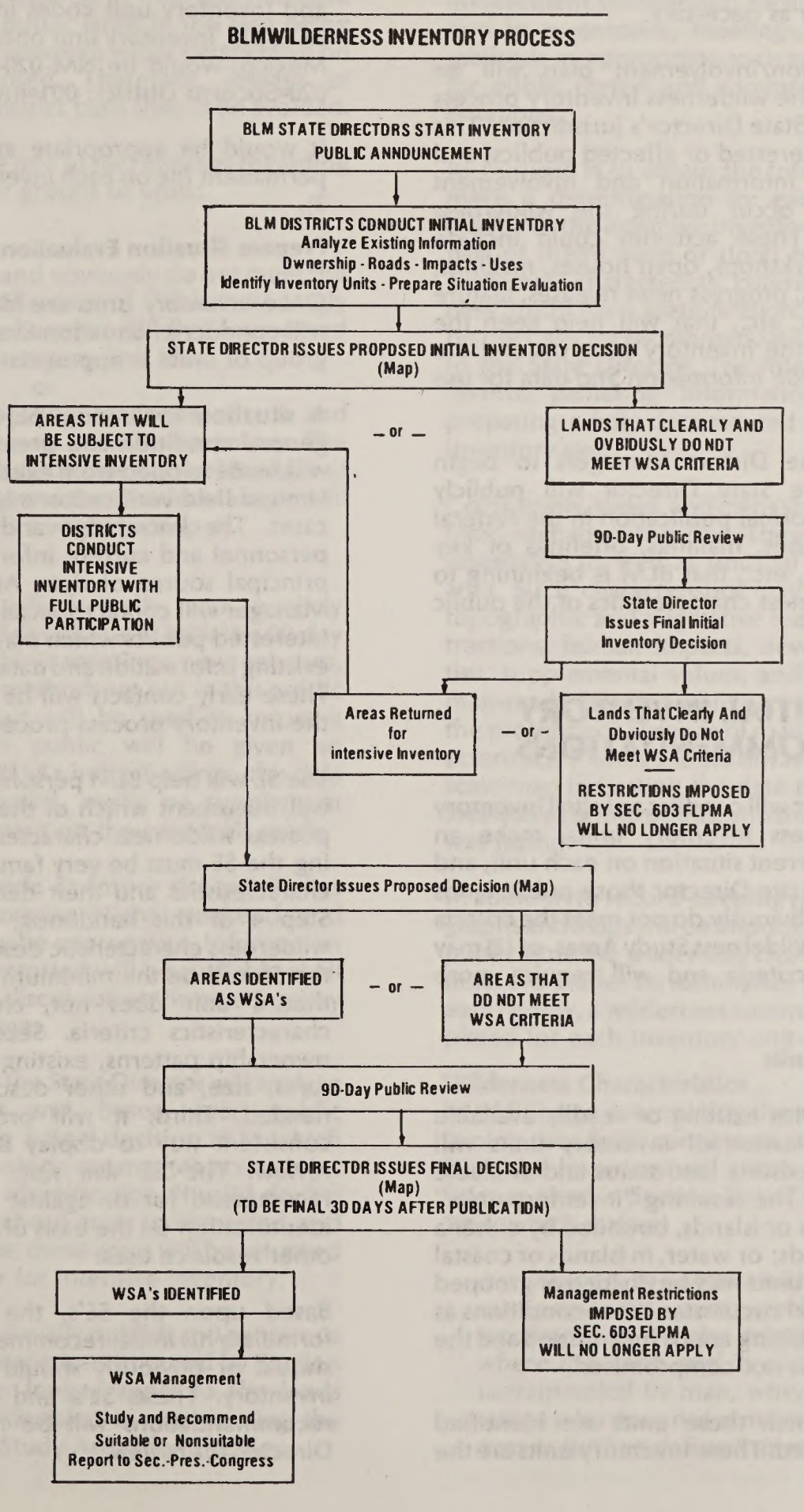
Upon completing this wilderness inventory, each District Manager will make his recommendations to the State Director.

The State Director will compile that information and formally announce his proposed decision for public review. In that decision all identified Wilderness Study Areas on the public lands inventoried will be shown on a map and a 90-day public comment period will be initiated. Announcement of the proposed decision will include releases, mailings, workshops, meetings, etc., as appropriate and as identified in the public involvement plan. The public comments will be considered by each District Manager in making his final recommendations to the State Director.

The State Director will consider the District Manager's recommendations and the public comments and will formally announce his final decision identifying all Wilderness Study Areas on the public lands inventoried. The State Director's decision will become effective 30 days following publication in the *Federal Register*. At this time the restrictions imposed by Section 603 of FLPMA will no longer apply on any public lands not identified as Wilderness Study Areas.

The State Director may amend his decision based upon new information received as a result of its publication in the *Federal Register*. Any amendment will become final 30 days after its publication.

This Wilderness Inventory Summary is illustrated by the following flow chart:



STEP 1 PUBLIC INVOLVEMENT PLAN, START AND ANNOUNCE INVENTORY

As the first step in the wilderness inventory process, each BLM State Director will determine whether to inventory all the public lands under his jurisdiction at once, or on a smaller, regional basis. He should strongly consider conducting the inventory on a statewide basis. Based upon policies set forth in this handbook, he will determine priorities for this wilderness inventory as necessary.

A public information/involvement plan will be prepared covering the wilderness inventory process on lands within the State Director's jurisdiction. This plan will identify interested or affected publics, and outline all public information and involvement activities that will occur during the wilderness inventory process. These activities could include public meetings, workshops, open houses, mailings, on-the-ground tours, progress news releases, feature stories, media tours, etc., that will help keep the public informed of the inventory progress and the opportunity to provide information and data for use in the inventory.

After instructing the District Managers to begin inventory work, the State Director will publicly announce through formal publication in the *Federal Register*, news releases, mailings, briefings of key officials and publics, etc., that BLM is beginning to inventory the wilderness characteristics of the public lands.

STEP 2 INITIAL INVENTORY AND RECOMMENDATIONS

Each District Manager will conduct an initial inventory to identify wilderness inventory units, make an evaluation of the current situation on each unit, and recommend to the State Director those public lands that (1) clearly and obviously do not meet the criteria for identification as Wilderness Study Areas, or (2) may possibly meet the criteria and will require more intensive inventory.

Identify Inventory Units

This will be done with existing or readily available information. Identification of inventory units will require combining existing land status and available road inventory data. The resulting "inventory units" will be roadless areas or islands, bounded by either a road, non-public lands; or water, in islands or coastal situations. Inventory units may be divided or grouped to accommodate local circumstances or conditions as long as all of the qualifying area is inventoried and the wilderness integrity is not compromised.

The method by which these units are identified should be documented. These inventory units are the areas and islands that will be inventoried for wilderness characteristics.

The scale of maps to be used in identifying units should accommodate on-the-ground boundary locations for the convenience of both the public and BLM employees.

Each inventory unit should receive a number for reference. Numbering should be by State, District, and inventory unit codes in consecutive order. For example, inventory unit one of Socorro District, New Mexico, would be NM-020-001 (NM=New Mexico; 020=Socorro District; 001=inventory unit one).

It would be appropriate at this time to initiate a permanent file on each inventory unit (See Appendix 3).

Prepare Situation Evaluation

Once inventory units are identified, BLM personnel will conduct a "Situation Evaluation" on each unit or group of units as appropriate.

A situation evaluation (SE) is a description of the general condition and present situation of a unit. It will be developed from existing knowledge and data. Limited field verification might be needed in certain cases. The knowledge and experience of District personnel and current information on hand will be principal source of data. At this point, the District Manager will contact special interest groups or other interested publics which may be able to help identify existing information and data on the units considered. These early contacts will be extremely important as the inventory process proceeds.

The SE will help BLM personnel in three ways: First, it will document which of the units obviously do not possess wilderness characteristics. Persons conducting the SE must be very familiar with the wilderness characteristics and their definitions as described in Step 4 of this handbook. However, the level of wilderness characteristic description documented on the SE will be the minimum necessary to determine that a unit does not, clearly, meet wilderness characteristics criteria. Second, it will document ownership patterns, existing uses, permanent structures, size, and other descriptions of the unit as needed. Third, it will provide an efficient and consistent way to display BLM findings for public review. The SE will not, however, be used to recommend for or against Wilderness Study Area identification on the basis of competing demands for other resource uses.

Based upon the SE's, the District Manager will formulate his initial recommendations on which areas should or obviously should not undergo intensive inventory. These SE's and the District Manager's recommendations will be forwarded to the State Director for review.

STEP 3 PUBLIC REVIEW OF INITIAL INVENTORY AND DECISION

The State Director will review recommendations of the District Managers and prepare a proposed initial inventory decision for the statewide or regional area being inventoried.

The decision will be prepared in map and narrative form covering all the public lands in the area being inventoried, to give reviewers a wider perspective on what is being proposed. Therefore, release of decisions on a single district basis should be avoided.

The decision will make one of two findings regarding each inventory unit, or groups of units:

1. That they clearly and obviously do *not* meet the criteria for identification of Wilderness Study Areas. This will be based on solidly documented findings in the inventory unit files;

   or

2. That they may possibly meet the criteria and should receive more intensive inventory. The State Director will notify the District Manager of areas so identified and the District Manager will start the intensive inventory (Step 4).

The State Director will formally and publicly announce his proposed decision and initiate a 90-day public review period. Public meetings, news releases, mailings, and all other methods set out in this public information/involvement will be used to insure a thorough review. The public will be given an opportunity to review BLM's initial findings, the data on which they are based, verify or supplement information, and comment on the proposals made.

Every effort will be made to insure the public has access to BLM for comment. Night, weekend, and local area meetings may be appropriate. Information on the entire area inventoried will be available at all meetings, although the discussion at the meeting may concentrate on local areas.

After the 90-day period the State Director will analyze the public comments and, based upon public confirmation, will make a final decision as to which areas clearly and obviously do not meet the criteria for Wilderness Study Area identification. If valid doubts or questions are raised about areas so identified, and the State Director agrees, these areas will be returned to the District Manager for intensive inventory.

The State Director will formally publish and announce this decision and the restrictions imposed by Section 603 of FLPMA will no longer apply to the lands identified in the final decision as not meeting the criteria for Wilderness Study Area identification.

STEP 4 INTENSIVE INVENTORY WITH PUBLIC INVOLVEMENT AND WILDERNESS STUDY AREA RECOMMENDATION

The District Managers will conduct the intensive inventory on the pubic lands.

This step will require the greatest possible public involvement throughout, including direct participation in inventories, meetings, mailings, and other methods as appropriate such as issuing interim maps for public review and comment or workshop presentations.

Its purpose is to obtain the information necessary to make a determination for each inventory unit included in the intensive inventory as to whether all (or part of them) have or don't have the roadless and wilderness characteristic criteria required for Wilderness Study Area identification. This information will be the basis for recommendations on each unit made to the State Director. The intensive inventories will involve gathering information in the field and preparing a fully documented file for each involved inventory unit.

Color prints, slides, and maps should be used to document each inventory unit. These should illustrate representative as well as unusual characteristics of the area. Such characteristics may include roads, ways, topographic and vegetative features, recreational attractions, human impacts, developments and facilities, supplemental values, and any other natural or man-made features which are important in assessing the presence or absence of roads and wilderness characteristics. Photos should always be keyed to a large-scale map indicating the date the picture was taken, location of photo points, and the direction the camera was facing.

In addition to record-keeping purposes, these photographs and maps will be important in illustrating to the public how the wilderness characteristics determinations are made. To summarize findings and facilitate easy review, a wilderness summary sheet will be completed for each inventory unit (See Appendix 6).

Wilderness Characteristics

In addition to determining the existence of areas containing over 5,000 contiguous roadless acres of public land, the inventory will assess wilderness characteristics as cited in Section 2(c) of the Wilderness Act of 1964, which states:

> *A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an*

area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

The following guidelines are provided to assist in assessing and documenting the key characteristics of Section 2(c).

The judgments required will often be subjective in nature and there may be strongly held feelings on all sides. A calm, open and evenhanded approach and a willingness to work hard to involve a broad cross section of people interested in the public lands in work on the wilderness inventory will be the only successful approach.

The characteristics that need to be assessed are:

Size
Naturalness
Solitude
Primitive or Unconfined Type of Recreation
Supplemental Values
Possibility of Returning to a Natural Condition

The intensive inventory will generate new information on the presence of roads or wilderness characteristics. This new information must be assessed periodically throughout the inventory since it may affect other factors, particularly the "size" criteria.

Size

Determine if the inventory unit "... has at least 5,000 acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition." NOTE: An initial size determination was made in Step 2 - Initial Inventory and Recommendations. However, more intensive inventory work in this step will generate additional data on roads and characteristics which may reduce the original size of the inventory unit. Whenever the size of a unit changes, the size characteristic determination must be re-assessed. Specifically, the size criteria will be satisfied for inventory units in the following situations and circumstances:

a. Roadless areas with over 5,000 acres of contiguous public lands. State or private lands are not included in making this acreage determination.

b. Any roadless island of the public lands of less than 5,000 acres.

c. Roadless areas of less than 5,000 acres of contiguous public lands where any one of the following apply:

1) They are contiguous with lands managed by another agency which have been formally determined to have wilderness or potential wilderness values, or

2) The public has indicated strong support for study of a particular area of less than 5,000 acres and it is demonstrated that it is clearly and obviously of sufficient size as to make practicable its preservation and use in an unimpaired condition, and of a size suitable for wilderness management, or

3) They are contiguous with an area of less than 5,000 acres of other Federal lands administered by an agency with authority to study and preserve wilderness lands, and the combined total is 5,000 acres or more.

Naturalness

Determine if the area or island "... . generally appears to have been affected primarily by the forces of nature with the imprint of man's work substantially unnoticeable."

To do that, it must be possible to observe the area as being generally natural. As quoted, it must appear to have been affected primarily by the forces of nature, and man's work must be substantially unnoticeable. It must retain its "primeval character." It should be an area where the earth and its community of life are untrammeled by man and his activities. Trammel means anything that impedes or hinders free action.

Those parts of the inventory unit where the imprint of man's work *is* substantially noticeable will be eliminated unless the area meets all the other qualifications required and could, under certain conditions, be returned to a natural state. This instance is described later on in these procedures.

Therefore, to qualify as wilderness, an area may include some imprints of man's work provided they are substantially unnoticeable.

House Report 95-540 cited specific examples of impacts on naturalness that may be allowed, in certain cases, in a designated wilderness area, and, therefore, in a Wilderness Study Area: trails, trail signs, bridges, fire towers, fire breaks, fire presuppression facilities, pit toilets, fisheries enhancement facilities (such as fish traps and stream barriers), fire rings, hitching posts, snow gauges, water quantity and quality measuring devices, and other scientific devices.

Based on this guidance, there are similar examples found on public lands that could also be allowed. These include research monitoring markers and devices, wildlife enhancement facilities, radio repeater sites, air quality monitoring devices, fencing, and spring development.

Imprints of man's work within the inventory unit must be described. Only significant imprints that will influence the decision as to the area's degree of naturalness should be documented. If several minor impacts exist, summarize their cumulative effect on the area's degree of naturalness.

Imprints of man outside the inventory unit will not normally be considered in assessing naturalness of a unit. However, if an outside impact of major significance exists, it should be at least noted in the overall inventory unit description and evaluated for its direct affects on the land under study. Imprints of man outside the area will not automatically disqualify an area for consideration.

The number, size, and distribution of the imprints of man's work to the overall size of the unit should be considered in making the final naturalness determination. For example, in larger roadless areas, more or greater impacts may be more acceptable than in smaller areas.

After all impacts are considered, a determination must be made as to whether their overall impact on the landscape is or is not substantially unnoticeable. Photographs supporting impact descriptions and evaluations will be beneficial.

Significant man-caused hazards, when considered unsafe for public use, such as the existence of unexploded bombs and shells from military activity and radioactive contaminated sites would probably disqualify an area from further consideration.

Solitude or a Primitive and Unconfined Type of Recreation

Determine if the area or island ". . . . has outstanding opportunities for solitude *or* a primitive and unconfined type of recreation . . . ." The word "or" in this sentence means an area does not have to possess outstanding opportunties for both elements; it only has to possess one or the other.

The Act does not specifically state what Congress intended by "solitude or a primitive and unconfined type of recreation." In most cases, the two opportunities could be expected to go hand-in-hand. However, the outstanding opportunity for solitude may be present in an area offering only limited primitive recreation potential. Also, an area may be so attractive for recreation use that it would be difficult to maintain opportunity for solitude. Examples are around lakes or other bodies of water. In summary, an inventory unit must provide and be managed to maintain an outstanding opportunity for an individual to experience either solitude or a nonmotorized and nondeveloped type of recreation.

Dictionaries define "solitude," "outstanding," and "opportunity," as follows:

—*Solitude:* *The state of being alone or remote from others; isolation. A lonely or secluded place.*

—*Outstanding:* *Standing out among others of its kind; conspicuous; prominent. Superior to others of its kind; distinguished; excellent.*

—*Opportunity:* *An appropriate or favorable time or occasion. A situation or condition favorable for attainment of a goal.*

Given the constraints of the Wilderness Act concerning motorized and mechanical transportation, "primitive and unconfined recreation" is defined by the BLM as "nonmotorized and nondeveloped types of recreation activities."

With these definitions as a basis, specific procedures for evaluating these qualities are outlined below:

a. **Solitude**—Determine whether or not the area has outstanding opportunities for solitude. This is not an easy determination to make and good judgments will be required. In making this determination, consider factors which influence solitude only as they affect a person's opportunity to avoid the sights, sounds, and evidence of other people in the inventory unit.

Factors or elements influencing solitude may include size, natural screening, and ability of the user to find a secluded spot. It is the combination of these and similar elements upon which an overall solitude determination will be made.

It may be difficult, for example, to avoid the sights and sounds of people in a flat open area unless it is relatively large. A small area, however, may provide opportunities for solitude if, due to topography or vegetation, visitors can screen themselves from one another.

b. **Primitive and Unconfined Recreation**—Determine whether or not the area offers an outstanding opportunity for a primitive and unconfined type of recreation. In making this determination, consider those activities that provide dispersed, undeveloped recreation which do not require facilities or motorized equipment.

Some examples of primitive and unconfined types of recreation are: hiking, backpacking, fishing, hunting, spelunking, horseback riding, mountain or rock climbing, river running, cross country skiing, snowshoeing, dog sledding, photography, bird watching, canoeing, kayaking, sailing, and sight seeing for botanical, zoological, or geological features.

An area may possess outstanding opportunities for a primitive and unconfined type of recreation either through the diversity in the number of primitive and unconfined recreational activities possible in the inventory unit or the outstanding quality of one opportunity.

c. **Supplemental Values**—Determine if the inventory unit contains ".... ecological, geological, or other features of scientific, educational, scenic, or historical value." The Wilderness Act states a Wilderness "may also contain" these values. That is, they are not required for wilderness but it is important that their presence be noted and considered in assessing the wilderness potential of a unit. Therefore, a description of the relative quantity and quality of the scientific, educational, scenic, and historic values of the following supplemental features should be included: ecological, geological, and other features such as anthropological, rare and endangered species, and heritage.

Lacking all or any of the supplemental values will probably not drop an inventory unit from consideration. However, the presence of these values will enhance an area's wilderness quality. This information will be especially useful during the later "study" phase.

d. **Possibility of the Area Returning to a Natural Condition.**—An inventory unit or portion of an inventory unit in which the imprint of man's work is substantially noticeable, but which otherwise contains wilderness characteristics, may be further considered for designation as a Wilderness Study Area when it is reasonable to expect the imprint of man's work to return or be returned to a *substantially unnoticeable* level either by natural processes or by hand labor. An example could be an abandoned railroad bed. Lands where imprints of man require artificial rehabilitation by the use of power machinery to return them to a natural condition, except litter collection and removal, will not be considered as meeting wilderness characteristic criteria.

STEP 5 PUBLIC REVIEW OF WILDERNESS STUDY AREA RECOMMENDATIONS

The State Director will review the District's recommendations and determine proposed Wilderness Study Areas for the lands being inventoried. These proposed Wilderness Study Areas may include more than one unit or a portion thereof.

These proposed Wilderness Study Area recommendations will be based on specific District recommendations for each wilderness inventory unit, information acquired during the District staff's evaluation of the inventory unit, and any pertinent information offered by the public.

Every effort should be made to aid the public in understanding the location of areas under consideration and the features and evaluation that led to their selection or rejection as Wilderness Study Areas. Use of maps and photographs is encouraged.

Each recommendation will be accompanied by a concise narrative describing those features and values used in determining the presence of wilderness characteristics. When appropriate, the narrative will also cover the possibility of the area returning to a natural condition that was described earlier. A map illustrating the location of proposed Wilderness Study Area boundaries will also be included with the recommendation.

For those areas inventoried, whether statewide or regional, a list of all proposed Wilderness Study Areas together with a map will be prepared. A notice will be placed in the *Federal Register* initiating a formal 90-day public review period. An announcement will also be made through local and regional news media, mailings, briefings, etc. Paid advertizements might also be appropriate.

Public involvement in this step will be guided by the comprehensive public involvement plan for each State. The basic elements of this plan are outlined in Appendix 2.

All public comments will be recorded, analyzed, and evaluated for permanent reference. The public should be encouraged to comment specifically on whether the information gathered is correct and the way in which the criteria were applied to determine the existence or value of wilderness characteristics and roads. Other comments received will be noted for use in the later study or report phases.

The State Director is responsible for analyzing all public comments gathered. The analysis of these comments will be used by the District Managers in preparing their final Wilderness Study Area recommendations.

The District Managers will make their final recommendations as to which inventory units they propose for Wilderness Study Areas.

STEP 6 FINAL WILDERNESS STUDY AREA DECISION

The State Director will consider the District Manager's recommendations and the public comment received. He will then prepare his final decision identifying Wilderness Study Areas on the public lands. This decision will be in map form, with narrative, and will include a list of all Wilderness Study Areas and their acreage.

The State Director's decision will become final 30 days following publication in the *Federal Register* unless formally and publicaly amended and published by the State Director, based upon new information received as a result of final publication. Management limitations imposed by Section 603 of FLPMA will remain in effect on all inventory units undergoing intensive inventory until the end of this 30-day period. At this time the limitations would no longer apply on those units not declared to be Wilderness Study Areas.

Any amendment by the State Director will become final 30 days following its publication. This 30-day extension will apply only to the amendment. If an amendment results in the State Director's identification of a new study area for intensive inventory, interim management policy will take effect immediately on the new area.

All information used to make the decision will be permanently filed in the District office and will remain available for public inspection at all times.

GLOSSARY OF TERMS

Terms used in the wilderness inventory handbook are defined as follows:

- A -

areas of critical environmental concern (ACEC): areas within the public lands where special management attention is required (when such areas are developed or used or where no development is required) to protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources or other natural systems or processes, or to protect life and safety from natural hazards.

- C -

contiguous: lands or legal subdivisions having a common boundary; lands having only a common corner are not contiguous.

- F -

formally identified primitive or natural areas: those areas that have had a final action published in the *Federal Register* with a stated purpose, objective, and/or title identifying or designating them as primitive or natural areas.

- I -

instant study area: one of the primitive or natural areas formally identified prior to November 1, 1975.

inventory unit: area(s) or island(s) of public land indexed for easy reference at the start of the wilderness inventory.

- M -

multiple use: "... the management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; the use of some land for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources, including, but not limited to, recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific and historical values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or the greatest unit output." (Section 103, Federal Land Policy Management Act of 1976)

- O -

outstanding: 1. Standing out among others of its kind; conspicuous; prominent; 2. superior to others of its kind; distinguished; excellent.

- P -

primitive and unconfined recreation: nonmotorized and nondeveloped types of outdoor recreational activities.

public lands: any land and interest in land owned by the United States within the several States and administered by the Secretary of the Interior through the Bureau of Land Management, without regard to how the United States acquired ownership, except:

—lands located on the Outer Continental Shelf;
—lands held for the benefit of Indians, Aleuts, and Eskimos; and
—lands where the United States retains the minerals but surface is private.

public land island: a body of land above the ordinary high-water elevation of any meanderable body of water, except those islands formed in navigable bodies of water after the date of admission of the State into the Union. Public land islands include the off-shore islands along the coastal areas.

-R-

region: an area of land or grouping of islands that is easily or frequently referred to by the public as separate and distinguishable from adjoining areas, such as eastern and western Montana.

roadless: refers to the absence of roads which have been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road.

roadless area: that area bounded by a road using the edge of the physical change that creates the road or the adjacent edge of the right-of-way, other ownership, or water, as a boundary.

-S-

solitude: 1. the state of being alone or remote from habitations; isolation. 2. a lonely, unfrequented, or secluded place.

-W-

wilderness: the definition contained in Section 2(c) of the Wilderness Act of 1964 (78 Stat. 891).

wilderness area: an area formally designated by Congress as part of the National Wilderness Preservation System.

wilderness inventory: an evaluation of the public lands in the form of a written description and map showing those lands that meet the wilderness criteria as established under Section 603(a) of FLPMA and Section 2(c) of the Wilderness Act which will be referred to as Wilderness Study Areas (WSA).

wilderness program: term used to describe all wilderness activities of the Bureau including identification, management, and administrative functions.

wilderness reporting: the process of preparing the report on each wilderness study area and submitting that report to the President and Congress through the Department of the Interior.

wilderness review: the term used to cover the entire wilderness inventory, study, and reporting phases of the wilderness program of the Bureau.

wilderness study: the process of analysing and planning wilderness preservation opportunities along with other resource opportunities within the Bureau's Planning System.

THE WILDERNESS PROVISION OF THE FEDERAL LAND POLICY AND MANAGEMENT ACT

BUREAU OF LAND MANAGEMENT WILDERNESS STUDY

Review; report to President. 43 USC 1782.

SEC. 603. (a) Within fifteen years after the date of approval of this Act, the Secretary shall review those roadless areas of five thousand acres or more and roadless islands of the public lands, identified during the inventory required by section 201(a) of this Act as having wilderness characteristics described in the Wilderness Act of September 3, 1964 (78 Stat. 890; 16 U.S.C. 1131 et seq.) and shall from time to time report to the President his recommendation as to the suitability or nonsuitability of each such area or island for preservation as wilderness: *Provided*, That prior to any recommendations for the designation of an area as wilderness the Secretary shall cause mineral surveys to be conducted by the Geological Survey and the Bureau of Mines to determine the mineral values, if any, that may be present in such areas: *Provided further*, That the Secretary shall report to the President by July 1, 1980, his recommendations on those areas which the Secretary has prior to November 1, 1975, formally identified as natural or primitive areas. The review required by this subsection shall be conducted in accordance with the procedure specified in section 3(d) of the Wilderness Act.

Report to President.

Recommendations to President of the Senate and Speaker of the House.

(b) The President shall advise the President of the Senate and the Speaker of the House of Representatives of his recommendations with respect to designation as wilderness of each such area, together with a map thereof and a definition of its boundaries. Such advice by the President shall be given within two years of the receipt of each report from the Secretary. A recommendation of the President for designation as wilderness shall become effective only if so provided by an Act of Congress.

Regulation.

(c) During the period of review of such areas and until Congress has determined otherwise, the Secretary shall continue to manage such lands according to his authority under this Act and other applicable law in a manner so as not to impair the suitability of such areas for preservation as wilderness, subject, however, to the continuation of existing mining and grazing uses and mineral leasing in the manner and degree in which the same was being conducted on the date of approval of this Act: *Provided*, That, in managing the public lands the Secretary shall by regulation or otherwise take any action required to prevent unnecessary or undue degradation of the lands and their resources or to afford environmental protection. Unless previously withdrawn from appropriation under the mining laws, such lands shall continue to be subject to such appropriation during the period of review unless withdrawn by the Secretary under the procedures of section 204 of this Act for reasons other than preservation of their wilderness character. Once an area has been designated for preservation as wilderness, the provisions of the Wilderness Act which apply to national forest wilderness areas shall apply with respect to the administration and use of such designated area, including mineral surveys required by section 4(d)(2) of the Wilderness Act, and mineral development, access, exchange of lands, and ingress and egress for mining claimants and occupants.

Ante, p. 2751.

16 USC 1131 note.

16 USC 1133.

Appendix 2

PUBLIC INVOLVEMENT SUMMARY

Public involvement is a critical ingredient of the BLM wilderness review process. To be effective the public involvement effort must be emphasized at the State and District office levels. As explained in the handbook, each State Director is responsible for developing a comprehensive public information and involvement plan for wilderness inventory in his area of jurisdiction. These plans will undoubtedly vary from State-to-State to adapt to local conditions and circumstances. However, it is important to remember that wilderness inventory is a very visible Bureau-wide program. For this reason the following guidance is provided to promote some consistency within the BLM regarding public involvement in the wilderness inventory.

The BLM expects numerous comments in the wilderness inventory. A good plan and some advanced preparation will help accommodate receipt of numerous comments and help expedite their analysis.

At a minimum, the following public information/involvement activities will be accomplished:

1. Each State Director will publicly announce the beginning of the inventory process through news releases, briefings of key State and local officials, mailings, etc. This announcement will include an invitation for the public to participate in the initial inventory phase.

2. The District Managers, who are responsible for conducting the inventory, will contact interested and affected publics and seek out all public data that could be useful in the inventory process.

3. The State Director will publicly announce the results of the initial inventory and his proposal for lands that will be included in the intensive inventory and lands that will be dropped from further wilderness consideration. He will announce a 90-day public review period, and hold meetings and make the contacts necessary to obtain the widest possible public review of his proposals. After evaluating and considering the public comments received, he will formally announce his initial wilderness decisions.

4. The District Managers, who are responsible for conducting the intensive inventory, will directly involve the public in this process through meetings, workshops, mailings, and even draft map review periods.

5. The State Director will publicly announce his proposals for Wilderness Study Areas. He will also announce a 90-day public comment period and obtain public review through meetings, workshops, mailings, news releases, etc., as appropriate. He is responsible for analyzing these public comments and making this analysis available to the District Managers for use.

6. The State Director will consider the District Manager's recommendations and the public comments and publicly announce his final decisions identifying Wilderness Study Areas on the public lands inventoried. The State Director's decision will become final 30 days following publication in the *Federal Register* unless formally and publicly amended by the State Director based on any new information received as a result of final publication. Any amendment will become final 30 days after this public announcement.

7. The public involvement plan should clearly identify the issues to be addressed by the public during the process. This is an important step and greatly helps identify the best input gathering and analysis techniques to be used.

8. The plan should clarify that all inputs, written and oral comments, news clippings, study reports, petitions, etc., will be accepted and considered in the decisionmaking process. Oral comments received at meetings, over the telephone or in personal contacts should be documented in some way to insure their consideration and inclusion in the record. Transcriptions of oral comments where feasable, such as meetings, are advised. The plan should identify how these inputs will be solicited and gathered, e.g., meetings, workshops, letters, mail out forms, and open houses. At least one meeting will be held to explain recommendations, answer questions, and accept comments.

9. The plan should identify the method by which the public inputs will be analyzed. Some form of the Content Analysis method should be used, resulting in a report which is an objective and comprehensive display of what the inputs said, e.g.,the balance of opinions expressed and their supporting reasons.

PERMANENT DOCUMENTATION FILE

A permanent documentation file will be developed for each inventory unit and retained in each District Office.

The file will cover the following:

1. **Situation Evaluation:** Narrative and map showing wilderness inventory unit and existing situation (one for each inventory unit).

2. **Road Inventory:** Copy of reference to road inventory or copy of case folder used for the road analysis record in those instances where a District Manager's decision was needed.

3. **Wilderness Intensive Inventory Analysis:** Wilderness characteristics analysis and wilderness summary sheets, photo documentation, and maps and records of any study area boundary adjustments, with enclosed narrative rationale.

4. **Public Information/Involvement Plan:** The plan for obtaining inventory information and comments from the public. One copy of the plan will suffice for each District set of files covering all its inventory units. Public announcements, news releases, copies of articles and *Federal Register* notices will be kept with the public information/involvement plan.

5. **Public Input Evaluation:** Evaluation of public input, including analysis of comments received and documentation of methodology used during the entire inventory process. One copy of the evaluations will suffice for the entire set of permanent files.

6. **District Preliminary Recommendations:** A District list and map of preliminary recommendations on Wilderness Study Areas, and State Director's review comments.

7. **Final Recommendations:** Final recommendations from the District Manager to the State Director on Wilderness Study Area designation, and State Director's review comments, including maps and narrative on any changes made and response to major public comments not adopted.

8. **State Director's Approval:** A copy of the State Director's decision on Wilderness Study Area designation and final map.

WILDERNESS INVENTORY
SITUATION EVALUATION

I. WILDERNESS UNIT IDENTIFICATION

Area/Island Name (if available): _____

Inventory Unit No.: _____

State _____ District _____

II. UNIT ANALYSIS

Describe the following applicable factors in a concise narrative; use additional sheets if necessary; supplement with photographs.

A. Ownership

B. Size of unit or number and size estimates of multiple units

C. Easements

D. Leases

E. Mining claims

F. Permanent improvements

G. Existing uses

H. Human activity

I. Land treatment/manipulations

J. General vegetation and topographic features

K. Contiguous lands

III. UNIT EVALUATION

A. Select one of the following:

1. The area appears to have potential for further wilderness consideration.

2. The area obviously and clearly does not have potential for wilderness.

Explain your rationale for selection.

B. Is area or island of sufficient size?

C. Is there enough public support for intensive wilderness inventory of the area or island or any part?

IV. UNIT RECOMMENDATION (Check appropriate block.)

☐ A. Area or island (or groupings) is recommended for intensive wilderness inventory.

☐ B. Area or island (or groupings) is recommended as not qualifying for further inventory and should be dropped from the wilderness review process.

_____ _____

STAFF SIGNATURE DATE

V. APPROVAL

_____ _____

DISTRICT MANAGER DATE

WILDERNESS INTENSIVE INVENTORY

UNIT NO. _____

NAME OF AREA _____

Explain by a concise narrative the following essential wilderness characteristics (for guidance see text in the Wilderness Inventory Handbook):

1. SIZE

Narrative:

Summary: 1. Does the area have at least 5,000 acres of contiguous land and is it of sufficient size to make practicable its preservation and use in an unimpaired condition?

YES NO (circle one)

2. Does the island have sufficient size to make practicable its preservation and use in an unimpaired condition?

YES NO (circle one)

SIGNATURE: _____ DATE: _____

(Who did analysis and when)

UNIT NO. _____

2. NATURALNESS

Narrative:

Summary: Does the area or island generally appear to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable?

YES NO (circle one)

SIGNATURE: _____ DATE: _____

UNIT NO. _____

3. OUTSTANDING OPPORTUNITY FOR SOLITUDE OR A PRIMITIVE AND UNCONFINED RECREATION ANALYSIS

A. SOLITUDE

Narrative:

Summary: Does the area have outstanding opportunities for solitude?

YES NO (circle one)

SIGNATURE: _____ DATE: _____

UNIT NO. _____

B. PRIMITIVE AND UNCONFINED RECREATION

Narrative:

Summary: Does the area have outstanding opportunities for a primitive and unconfined type of recreation?

YES NO (circle one)

SIGNATURE: _____ DATE: _____

UNIT NO. _____

4. SUPPLEMENTAL VALUES

Narrative:

Summary: Does the area contain ecological, geological, or other features of scientific, educational, scenic, or historical value?

YES NO (circle one)

SIGNATURE: _____ DATE: _____

UNIT NO. _____

5. POSSIBILITY OF CERTAIN AREAS RETURNING TO A NATURAL CONDITION

Narrative:

Summary: If the area or island were to become a wilderness area, could the imprint of man's work be reduced by either natural processes or by hand labor to a level judged to be substantially unnoticeable?

YES NO (circle one)

SIGNATURE: _____ DATE: _____

UNIT NO. _____

6. MAP DOCUMENTATION

Attach a map depicting the following: (1) inventory unit boundary and number, wilderness study area boundary, (2) areas with possibility of returning to a natural state, and (3) photo points.

UNIT NO. _____

7. PHOTO LOG

Attach, key to map, and describe each photo that visually explains any of the points covered in the narrative. (Reference list to a photo index as an appendix or companion photo case envelope is acceptable.)

WILDERNESS INVENTORY
WILDERNESS SUMMARY SHEET

I. LOCATION

Inventory unit No. (area or island, grouping of areas or islands): ____

Areas/Island name: _____

District: _____ State: _____

II. SUMMARY:

A. Results of wilderness characteristics analysis.

1. Does the area or island appear to be natural? ____yes ____no
2. Does the area or island offer outstanding opportunities for solitude or a primitive and unconfined type recreation? ____yes ____no
3. Does the area meet any of the size requirements? ____yes ____no
4. Does the area or island have supplemental values? ____yes ____no

B. Resulting map.
Attach a map showing inventory unit, roads, area with possibility of returning to a natural state, recommended boundary of wilderness study area (WSA).

III. RECOMMENTATION

Check one:
___Area or island should be approved as a WSA.
___Area or island does not qualify for wilderness study.
___A portion of the area(s) or island(s) should be approved as a WSA for further study and reported to the President. The restrictions imposed by Section 603 will no longer apply (reference to map) on the remainder of the area.

IV. APPROVAL

A. District Manager: _____

Date: _____

B. State Director: _____

Date: _____

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